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ABSTRACT

The monograph is one of a series written primarily for professionals who work in career education or whose work relates specifically to aspects of career education. The purposes of the monograph are (1) to enter knowledge of the human services movement into the career education literature, (2) to describe the major characteristics of the human services movement, and (3) to present the potentiality of human services as a vehicle for entering career education into the total network of community systems. Part 1 introduces human services as a frame of reference for the planning and implementation of career education. Part 2 provides a brief evolutionary background to set the stage for the presentation of general human services characteristics in Part 3. Ten career education concept assumptions and their implications for human services are considered in Part 4. Part 5 suggests some general recommendations which could serve as the basis for future action by career education professionals. A four-page bibliography is appended. (Author/BP)

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MONOGRAPHS ON CAREER EDUCATION

CAREER EDUCATION AND HUMAN SERVICES

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PREFACE

This paper, one of a series of monographs being issued by the Office of Career Education, is written primarily for professionals who work in career education or whose work relates specifically to aspects of career education. Such professionals would include elementary, secondary, and post-secondary school administrators, counselors, and teachers; State and local education agency personnel; counselor educators; vocational educators; employment counselors; directors of manpower programs in Federal and community agencies; and administrative personnel in other community agencies and organizations that serve the public in related areas.

The purpose of this monograph is 1) to enter knowledge of the human services movement into the career education literature, 2) to describe the major characteristics of the human services movement, and 3) to present the potentiality of human services as a vehicle for entering career education into the total network of community systems.

Part I introduces human services as a frame of reference for the planning and implementation of career education. Part II provides a brief evolutionary background to set the stage for the presentation of general human services characteristics in Part III. The implications of the human services movement for career education are set forth in Part IV, and Part V suggests some general recommendations which could serve as the basis for future action by career education professionals.

This monograph is intended to be a general introductory concept paper and for that reason references throughout the text are minimal. The bibliography at the end of the monograph (Mermis, 1974) serves as an introduction to the human services literature and is interwoven with selected career education references to establish the nature of the linkage between human services and career education.

The author acknowledges the influence of Dr. William L. Mermis, Southern Illinois University, Edwardsville, on the content of this monograph.

I. INTRODUCTION

Career education as a national influence in our country has evolved out of the systems of education—public and private, elementary, secondary, and post-secondary. While it has been intimately concerned about work and employment, the base for the development, implementation, and economic support of career education programs and activities has been within Federal, State, and local education systems, agencies, and organizations. The identity of career education has grown basically from within education as a cultural institution.

In this sense career education is no different than other fields and professional movements in all aspects of society—fields that have evolved out of societal needs as they became a force for concerted national attention. It is only within recent years that professionals in many fields, recognizing the relationships among all the problems of people, have contributed to the development of new "ecological" perspectives within their professional fields.

No longer can any one societal problem be dealt with effectively as an isolated and fragmented piece of the total cultural system. The nation's economic problems cannot be resolved except within the perspective of the world economy; problems of crime cannot be attacked in isolation from employment; housing problems cannot be separated from transportation; education and mental health cannot be regarded as separate endeavors; industrial production and health are interrelated concerns. Examples are numerous and the relationships are multiple, not just one to one.

It is the thesis of this monograph that career education has a special opportunity to demonstrate to the broader field of education that education can and must consider its goals and purposes in collaboration with other social institutions and systems. And it must implement its programs and activities in such a way that they are operationally consistent with these purposes.

Yet even without this broader intention career education as a field can benefit itself, influence the services and programs of other systems in addition to educational systems only, and ultimately benefit those whom career education serves. The basic assumption underlying this monograph is that the human services field offers an opportunity for the implementers of career education to increase the scope of their influence and to strengthen the nature of their influence.

In some quarters career education has recognized early its potential place in the human services movement. Hoyt (1974) specifies such an awareness:

> . . . career education is very much a part of the human services movement that allows for a coordinated effort extending over all age levels, geographic settings, and societal institutions.

The next step, it would seem, is for career educators to move more operationally in this direction—to bring career education activities into the total community network of human services.

The potentiality for change is, of course, not one-way. While human services has much to offer career education as a field, career education also has much to offer human services. It is hoped that this paper will provide an incentive for

those who work in career education to work collaboratively with all community systems, to develop new and creative ideas for broader career education programs, and to contribute, through career education, to the integration of all human services.

It should be emphasized from the beginning that this monograph will not present specific operations which should be undertaken nor specific procedures to be followed toward these ends. It will attempt to describe the potentiality of a human services perspective in such a way that readers may be inspired to employ their own individual skills, knowledge, and expertise in a combined effort to initiate and experiment in original planning and development.

In short, readers are asked to draw freely upon their own individual perceptions to recognize particular concepts and activities which they might translate into practice. If human services is to benefit career education to the fullest, such benefits will occur not through the pronouncements of one or a few people, but through the imaginative, coordinated efforts of many.

II. THE DEVELOPMENTAL BACKGROUND OF HUMAN SERVICES

In order to understand the human services movement fully enough to have a feel for some of the *whys* of its activities and directions, a brief overview is needed.

The development of the human services movement is rooted in the socio-economic and political history of the United States since the post-depression years. While it is not within the scope of this paper to review the social and political sciences literature, the human services movement can be understood more completely when viewed as a part of the total evolution of national social change.

In one sense the nature of human services has been influenced by economic conditions. In another sense it has been influenced by a kind of psychological or value change in the attitudes of people—what has been called a generalized national "consciousness" (Reich, 1970) or counter-culture trends (Roszak, 1969). Human services, along with other aspects of our culture, have been caught in the "future shock" of rapid change (Toffler, 1970).

Environmental crises and political factors have also contributed to the general setting for the human services movement. Those who are interested in a more detaued analysis of human services development should consult the Mermis bibliography at the end of this paper for references.

The history of Federal social programs under the administrations of Roosevelt, Truman, Kennedy, and Johnson provide a general perspective. From the New Deal to the Great Society the trend has been toward increasing Governmental responsibility for assisting individuals to improve the quality of their lives in such areas as employment, health care, social security, education, welfare, and mental health.

Over a period of 40 years the accumulation of social programs has institutionalized Governmental service bureaucracies into fragmented and competitive systems requiring increasing national support. Until recently the

solution to social ills has been to continue adding programs upon programs as special societal needs evolved.

It is now generally recognized that new approaches to the alleviation of social problems are required. A new concern about the quality of human services at the point of direct delivery to the individual citizen has uncovered some of the factors that make a new approach necessary. Most of these factors are familiar to those who read about the grievances of service consumers in the daily newspapers.

While human services has been associated in the minds of some with the recent Republican administrations, it is important to understand that human services trends, being a part of national change over forty years, transcend political party associations.

III. GENERAL CHARACTERISTICS OF THE HUMAN SERVICES MOVEMENT

The characteristics of the human services movement grow out of and are directly related to the general direction of social change in the country today In describing these characteristics, direct cause-effect relationships cannot be drawn easily, for the interrelationships of influence are complex. In some cases, it is not clear whether certain relationships are casual in uni-directional ways, whether they are a function of the general national condition, whether they are coincidental, or whether they arise from factors still unknown by us. For this reason, I make little attempt to draw specific functional relationships when describing the characteristics.

Readers will see that the listing of factors as separate characteristics is arbitrary at best and tends to obscure the real complexity of interwoven and interdependent influences. In one sense the characteristics under some categories actually describe a single phenomenon of interrelationships. In some instances they represent phenomena having special dimensions and qualities of uniqueness. The use of this classification serves merely to identify some of the ingredients so they may be recognizable in the tangle of influences.

The particular categories that I have devised are offered as only one of many possible models. Component characteristics are ordered under three general categories: A) Characteristic Conceptual Premises, B) Organizational Trends Within and Across Systems, and C) Changes in the Nature of Services.

A. Characteristic Conceptual Premises

1. Basic Values About People

1.1. Increasing concern for the individual

Whether a function of a growing national altruism or whether in response to consumer demands, the power of the consumer or recipient of services has influenced a more direct response to individual needs.

In addition to service consumers, citizen boards, local governments, and indigenous professionals and paraprofessionals within the consumers' community have also increased attention to individual needs (although they are sometimes in conflict with needs identified by recipients themselves).

Such national movements as civil rights, black power, new-left campus groups, women's and gay liberation as well as organized groups such as Nader's Public Citizen and Common Cause have been a part of this trend.

1.2. Citizen participation and control of services

The governmental paternalism inherent in older social programs is being replaced with recognition of the need for citizen participation in the planning, implementation, and control of programs and services affecting them. The citizens who live in a community are considered to be most qualified to know the special needs of their communities, to determine how the unique problems of their communities might best be resolved, and to deliver the services themselves to a greater degree than they previously have.

Three related elements are reflected in this characteristic of citizen control. One may be identified as a growing respect for the ability of the individual to make responsible decisions. One is a matter of citizen rights—the democratic principle of individuals' rights to make decisions about their own lives and their own communities. The third has to do not with a government's attitude toward its citizens, but with individuals' attitudes about themselves; that is, a growing respect of one's own thoughts and abilities.

1.3. The value of personal independence

Self-reliance, self-help, autonomy, or personal independence is a familiar goal to all, having existed long before our country's birth. The special focus within the human services movement upon this characteristic centers around moving this value from the level of rhetoric into actual practice in more specific, identifiable ways. Some of these specifics are discussed later in relation to the nature of services.

1.4. The individual as a whole person

There are the elements of both logic and human dignity in viewing the person as a whole being. Individual needs are no longer regarded as unrelated factors to be served in fragmented ways. The interrelationships of problems demand that we no longer respond to the individual through unrelated, isolated services.

1.5. Shared responsibility

The concept of shared responsibility has three dimensions. One refers to the sharing of fiscal and organizational responsibility by Federal, State, and local governments and other community agencies and units.

An example of this dimension is the concept of revenue sharing, where the Federal Government returns greater proportions of revenue to the States for allocation at that level. The States, in turn, are expected to place greater control of programs at the community level. Local governments are encouraged to pass on shared responsibility to individual citizens by creating citizen boards and other methods of establishing feedback at the level of individuals.

We are all familiar with some of the problems encountered at the operational level as the community attempts to implement these things. The characteristics described here are not intended to imply conceptual perfection, smooth exception, or utopian outcomes.

The second dimension of shared responsibility refers to intra-State and inter-systems sharing of planning, implementation, and administrative control of programs across systems. An example of this dimension is the trend in more than 20 States toward reorganization of their governmental service systems. State organizational units that formerly contained separate units for children and family services, mental health, and corrections, for example, are being combined into single human services or human resources departments where the integration of programs occurs.

Within the community this dimension may be illustrated by the requirement for various programs and systems to work collaboratively in order for them to become eligible for external Federal and State funding.

The third dimension of shared responsibility refers to intra-systems sharing of the same kinds of activities that occur across various levels of personnel and organizational units within systems.

An example of the third dimension is the growing use of teams composed of personnel who work at different levels and perform different functions. In a State hospital, for example, a nurse psychologist, ward attendant, physician, and mental health technician may work together as a team in sharing the responsibility for decisions in a given unit.

In some cases, the shared responsibility concept is passed on at the level of the individual so that patients are allowed to share some of the responsibility for decisions. To illustrate the concept in other systems, students may be allowed to share in educational decisions that affect them, inmates may share decision-making in prisons, or parents of handicapped children may constitute an advisory board for agencies that serve their children.

2. Individual Citizens Comprise a Plural Public

There is increasing recognition that the individual citizen cannot be represented by a single, cohesive point of view. The diversity of interests is clear from the well-known differences in living conditions in communities, geographical settings, the nature of economic livelihood, religious convictions, personal values regarding life style, and many other factors. Thus, our

attention to the rights, responsibilities, and power of the individual falls within a complex combination of factors and conditions.

For example, consider a community citizen board for transportation, a unit of city government, the same unit of county government, a consumer action group of the community, indigenous paraprofessional workers in the transportation system, bus drivers, and service consumers.

Each group may consider itself representative of the interests of the individual citizen; and yet in many instances each group proposes different goals and intentions, some being in sharp conflict with one another. And within each group there are often warring factions, so that it is more the exception than the rule when it can be said that any one group presents a single, cohesive consensus of individual opinions within it.

Still these conditions do not negate the growing general concern about the interests of the individual. Within the realities and difficulties of democratic processes, there is a significant change in the degree and nature of the individual's participation in the decisions that affect his life.

3. Decreasing Reliance Upon Authoritative Expertise

Over the past 10 years there has been what might be called a paraprofessional movement (Riessman, Cohen, & Pearl, 1964) or new professionalism (Dumont, 1970) in which the indigenous paraprofessional or nonprofessional has gained the respect of various professions in the performance of certain functions previously carried out by professionals.

University-trained academics are no longer the only source of expertise and skill in the delivery of human services. Communities and systems are increasingly seeking the assistance of those who are capable and competent to perform specialized functions but who do not hold college degrees or other professional credentials. The authority of the professional is no longer accepted with blind respect and we are looking more and more toward paraprofessional personnel, peer group help, and self-help methodologies.

In addition to the special expertise that paraprofessional workers can bring to the delivery of services within a community or neighborhood, there are added advantages of 1) decreasing the cost of programs, 2) providing more services than could be delivered by the restricted pool of professionals in a given community, and 3) increasing employment and status for the noncredentialed.

Within community systems, job descriptions are changing and new roles and competencies are being developed. The career ladder concept providing for advancement has contributed to the creation of a new pool of workers or "new careerists" seeking additional education and training. In response to this interest there is a national trend of associate degree programs at the community college level and university baccalaureate programs especially geared for human services trainees.

Because of the popularity of such training programs, many of which use the title, human services, it is important for readers to understand the distinction between this one aspect of human services and the more comprehensive human services movement. It is unfortunate in a way that the term human services has come to be applied both to the paraprofessional

movement and to the broader human services movement. It has already been pointed out that the human services movement, itself, is part of a broader societal change. The breaking away from the authority and expertise of the professional is not an exclusive characteristic of human services, much less the new professional movement within it, since this characteristic reflecting a national societal change, may be seen in other areas of service and community change.

The need to recognize such differences in the use of human services as a term in no way implies a negative value to the paraprofessional movement for it has been an important factor in opening new opportunities for proverty groups and in influencing the evolution of the human services movement in many ways.

The best guarantee for career education administrators and specialists to avoid mistaking one for the other is to inquire into the *nature* of human services as it may be proposed or implemented by persons or groups. Programs and proposals that do not include most of the characteristics identified in this paper may be assumed to deal with one or more "pieces" of human services, or they may represent other movements and trends; but it is probably more appropriate that the term human services be applied to human services in its more comprehensive meaning.

4. Accountability to the Public

The power of the public is evident in the degree to which the Federal, State, and local governments, education, law, public aid, health, and all social programs and systems must be accountable to the public for their actions. A critical inquisitiveness of citizens is becoming a more common characteristic. People ask embarrassing questions. And they are asking them publicly in such a way to call attention to what they consider failures, inequities, and illegal or unethical practices. It is not longer easy to hide the negative consequences of our programs and services.

Special methodologies or models of accountability and planning, such as PPB systems (planning, programming, budgeting), Management by Objectives, Cost-Benefit Analyses, and Program Evaluation (implying a particularized definition) are becoming routine operations in the programs of most institutions and systems. Such models are intended to ensure that programs are planned responsibly, monitored in their operations, and evaluated in terms of their intended outcomes. It is no longer considered appropriate to spend money for experimental or new programs without knowing in advance that the effectiveness of the program will be tested through professionally sound methodologies.

5. Decentralization of Control and Responsibility

Organizational and administrative changes are observable at the Federal and State levels of government. Such changes involve a decrease of control and responsibility at higher administrative levels and an increase at the levels that are closer to the people. Such organizational reordering of systems involves fiscal redistribution or reallocation of funds for the purpose of reducing costs and duplication of services through the more efficient use of resources.

This concept may be illustrated by the movement away from categorical grants at the Federal level (money ear-marked for specific and limited program categories) to what are called bloc grants (money for broader and more comprehensive services).

6. Expanding Parameters of Concern

6.1. Cultural aspects

The interrelatedness of social change described earlier has created a growing awareness in all community systems of their relatedness to all other community systems. Those systems that broaden their vision seem to be more effective in accomplishing their purposes than those who limit their concerns to the confines of their particular system.

The broadest human services perspective would include the total community—education, health, mental health, manpower and employment, government, law, business and industry, religion, law enforcement and corrections, communications, transportation, the arts, recreation, and political and social systems of all kinds.

6.2. Target areas

Using the total community as a frame of reference, a human services perspective would be concerned with all people: Employed and unemployed, sick and healthy, poor and wealthy as well as all in between, from disadvantaged to fortunate, minorities and majorities, male and female, and people of all ages.

6.3. Micro- and macrocosms

Communities and systems in their broadest sense include relationships that move vertically in both directions from the individual to his neighborhood or community to regions, States, and to Federal and international levels. Those who look for and see relationships beyond the immediate focus of their attention have the advantage of being able to use such understandings to increase the chances of success in their programs.

6.4. Professions and academic disciplines

Human services is the proper concern of many professionals, including nurses, social wokers, counselors, public administrators, doctors, architects, teachers, lawyers, politicians, ministers, psychologists, military officers, law enforcement officers, urban planners, and Government officials.

But the expanding parameters of human services requires that the work of all such professionals be included in the total perspective of each. Of course this does not mean that anyone can or should become qualified to perform all other professional functions; but it does mean that human service providers should become familiar with the work of other professionals and should work with them (as well as nonprofessionals) in new ways.

The same point holds true for an expanded concern across academic disciplines, including education, psychology, sociology, anthropology, philosophy, the physical sciences, and the humanities.

7. Intergration of Services

The simultaneous development, across systems, of such factors as dwindling economic resources, proliferation of social programs, overlapping services, lack of success in achieving the goals of social programs, and the service consumer's frustration and difficulty in meeting his multiple needs have all contributed to the very noticeable characteristic of integrated services.

In identifying the elements of integrated services I have found it useful to consider them as a *collection of c's:* Collaboration, cooperation, coordination, correlation, consolidation, combination, consortium, coalition, communication, continuity, and comprehensiveness. When examined in detail each of these concepts identifies specific characteristics that are recognizable in the human services movement toward integrated services.

8. The Use of Systems Approaches

The conceptual bases of human services generally include the use of systems approaches; that is, taking into account the interdependencies, interactions, and interconnections within and among the systems within which we work. Whether such approaches are labeled general systems, ecological, or organic, they have the common element of dealing with multiple relationships rather than assuming simple one-to-one relationships.

9. The Search for Alternative Models

Reliance upon traditional models for "delivering" human services is becoming rare. Some examples of commonly accepted alternative concepts follow.

9.1. Community alternatives

The concept of community alternatives has developed almost simultaneously in a number of human service fields. For example, in the field of corrections, alternatives to incarceration; in community mental health, community-based alternatives to institutionalization; in community education, alternative schools.

9.2. Alternatives to direct services

Because of a number of factors discussed later a number of human service systems no longer emphasize the direct, one-to-one delivery of service. Such changes are evident in the growing use of prevention and consultation models, in new approaches to the use of human resources, peer and self-help programs, including crisis-intervention strategies and the development of support systems. There is also increasing focus upon guaranteed income as an alternative to direct services.

9.3. "Repackaging" of delivery systems

Considerable effort has been devoted to the creation of complete new methods of providing services. Examples of innovative delivery systems are multiservice centers, information and referral networks, and problem centers.

9.4. Trends toward deinstitutionalizing

The concept of deinstitutionalizing refers in one sense to the movement out of the formal structures of institutions; for example the idea of schools without walls (rejection of the assumption that education must take place within classrooms and buildings with institutional names) or the idea of alternative schools (new kinds of education that occur outside the formal educational systems).

B. Organizational Trends Within and Across Systems

1. Increasing Attention to Planning

The importance of planning has increased and the nature of planning emphasizes inter- and intra-system coordination, the sharing of planning authority, comprehensive planning, developmental stages, and the greater participation of service consumers and other community citizens.

2. Priority Decision-making

Organizational decisions tend to be made in terms of more careful choices based upon agreed-upon priorities. The decision-making process takes into account all related elements rather than segmented pieces, one at a time. When all factors are considered as related parts of a total situation, priorities can be established in more meaningful and responsible ways.

3. Proactive and Reactive Organizational Processes

Organizational processes tend to be farsighted, to include options or contingency plans, to be prepared in advance for expected and unknown crises, but not to be controlled by events. Proactive processes reduce the likelihood that systems expend too much of their energy reacting to environmental changes and too little on accomplishing their objectives.

The necessary reactive processes that are a part of all systems can occur within a thoughtful conceptual plan that provides for appropriate responsive behaviors.

4. More Democratic Administrative Leadership

In accord with the conceptual characteristic of shared responsibility, administrators who follow the more contemporary administrative models are more responsive to consumer needs, more willing to delegate responsibility to others, more proactive in identifying human resources or special competencies within their own systems or units, more facilitative in the continuing development of those competencies, more open in the exchange of information, and more generally democaratic in their procedures.

Under such leadership organizational actions tend to be less impulsive, less autocratic, and less often administratively unilateral.

5. Less Competitive Organizational Processes

Turfmanship, or the skill of competitive practices, is becoming an outmoded ability in the operation of systems that are characterized by human services trends. The practice of turfmanship, in fact, is more likely to ensure failure of programs dedicated to democratic, collaborative means and the outcomes of integrated services.

As Federal and State funding practices change, noncompetitive systems are rewarded through assistance and as systems voluntarily experiment in collaborative programs, they are beginning to discover some unexpected gains in the consolidation of efforts and sharing of common goals and resources.

6. Reallocation of Resources

Both within and between systems, reallocation of resources is becoming a common phenomenon. This characteristic is closely tied to that of priority decision-making, for the distribution of already limited resources must be based upon program and service priorities.

The automatic continuing financial support for the established and entrenched programs in all systems is a thing of the past, as is the automatic Federal support of new programs with new monies. It is necessity as well as invention that requires us to utilize our economic and human resources in new and creative ways.

7. Needs, Goals, and Means

In the delivery of services, the conceptual characteristic of both accountability and integration are reflected in the assessment of needs and resources, in the definition of goals and basic concepts, in the choice of methods of accomplishing the goals, and in program evaluation that takes all these things into account in relationship to each other.

8. Program Flexibility

Programs work within the realities of changing environments and build-in the flexibility that permits services to adapt to changing needs in common sense ways. Rigid requirements are being replaced with the possibility of improving the provision of services within the set guidelines.

9. Sharing of Information

New information systems contribute to the sharing of information across and within systems. In addition to operational changes of information usage there is also an attitudinal change which, while it can be characterized as more generous, also permits the deliverer of information to derive equal benefits. The establishment of communications across units and systems is ultimately useful to all who participate in the process.

C. Changes in the Nature of Services

1. Accessibility of Services

Community programs are seeking to make their services more accessible to consumers in many ways. In addition to the organizational changes already described, some of these changes occur at the most primary level of reducing the number of "gatekeepers", improving the human relations and communications skills of intake personnel, and streamlining information and referral services.

2. Location of Services

New approaches to locating services help to make them not only more accessible, but more meaningful. For example, multiservice centers that include many related services permit human service personnel to coordinate their activities, to communicate more readily, to share resources and ideas, and to consider priorities together.

3. Economic and Psychological Independence

An examination of new human services programs reveals a tendency for desired outcomes to move the individual out of continuing need for external support and into a personal independence. The same principle that is moving Federal control to States and State control to communities refers as well to the moving of control into neighborhoods where people can participate more in taking care of their own needs.

Periods of residency in institutionalized services are shorter and there are new incentives for individuals to discontinue habitual and automatic use of services when there are alternative ways to meet their own needs through independent and collaborative actions.

4. Utilizing Human Resources

Considerable attention has been devoted to ways in which the personnel who provide services can utilize their human skills and job competencies in imaginative ways as opposed to the more rigid performance of automatic routine. Human service personnel are encouraged to participate in restructuring job descriptions that more adequately meet the needs of service consumers.

The use of consumers and other citizens as human resources is growing. An example of such change is the use of volunteers in developing support systems that view help as a more reciprocal and mutually beneficial process.

5. Linking People and Systems

The process of linking brings people of different systems together to consider needs, resources, and the most effective ways to provide services. Unilateral actions are less prevalent and coordinated services are facilitated through linking processes. Formalized, developmental linking within a linking mechanism, as opposed to "expediency" linking, has the advantages of continuity, equalization of benefits to all, and the placement of linking within the interrelationships of total systems.

IV. THE IMPLICATIONS OF HUMAN SERVICES FOR CAREER EDUCATION

As it was pointed out earlier, the setting for the development of the human services movement has been a national societal change over a period of many years. Those general environmental influences can be seen in the development of new directions in many areas of human services, such as health, community mental health, community education, law enforcement and corrections, environmental programs, public administration, urban or community development, and other social programs and systems.

While the career education literature as a whole[1] does not reflect the characteristics described in the previous pages, there is evidence of considerable consensus among practitioners and academicians regarding a particular conceptual framework that is the basis for the present development of career education in the U.S. Office of Education (Hoyt, 1974).

That particular conceptual base is used as the frame of reference for this discussion because of its compatibility with the human services characteristics described in Part III. By citing some of the major premises of that framework, I hope to demonstrate the potentiality for developing this compatibility into a more formalized linking with the human services movement and for tying the perspective of this movement to career education operations and practices.

Career Education Assumptions and Human Services

The ten career education concept assumptions presented in the Hoyt document are quoted below. Each quotation is followed by an example of its relationship to the characteristics of the human services movement. The numbers in parentheses refer to corresponding human services characteristics described in the preceding section.

1. "Since both one's career and one's education extend from the pre-school through the retirement years, career education must also span almost the entire life cycle."

   This concept is in complete accord with the human services trend of moving away from a segmented concept of the individual and into a concern for the individual as a whole (A-1.4). In addition it offers an important emphasis which in my opinion has not received adequate attention in the human services literature. That is, while human services has pushed toward broader, more comprehensive conceptualization, it has tended to focus the comprehensiveness upon a spread within and across organizations and systems, but not across time. It could do more to coordinate services for the individual vertically over years. If human services learns from career education, it might incorporate the same concept, paraphrased thus: "Since the individual's needs for human services extend from birth through retirement years, human services coordination must also span the entire life cycle."
2. "The concept of productivity is central to the definition of work and so the entire concept of career education."

[1] The career education references in the bibliography were selected for their congruence with human services concepts, and consequently do not represent the literature as a whole.

Productivity of the individual is not a central theme of human services but it is a compatible concept in the sense that individual independence is the goal (A-1.3) and the individual's productivity, defined loosely, is likely to contribute to his economic independence as well as his psychological security. However, this assumption is the least related to human services perspectives.

3. "Since 'work' includes unpaid activities as well as paid employment, career education's concerns, in addition to its prime emphasis on paid employment, extend to the work of the student as learner, to the growing numbers of volunteer workers in our society, to the work of the fulltime homemaker, and to work activities in which one engages as part of leisure and/or recreational time."

   The extension of concern to activities beyond paid employment is in harmony with human services characteristics. The human services concept of comprehensiveness and relatedness would suggest that career education's past tendency to conceptualize employed work in the context of business and industry only should be broadened to include many other work settings, especially human services (A-6.1).

4. "The cosmopolitan nature of today's society demands that career education embrace a multiplicity of work values rather than a single work ethic, as a means of helping each individual answer the question, 'Why should I work?' "

   Human services concepts include multiple values in the recognition of diversity in the values of service consumers (A-1.2; A-2), human services personnel (A-6.4), and all citizens (A-4), and in the diversity of values in the administration (B-4) and delivery of services (B-5).

5. "Both one's career and one's education are best viewed in a developmental, rather than in a fragmented, sense."

   The Office of Education concept suggests that normal maturational development is more likely to succeed than remedial assistance. Human services emphasis upon preventive approaches (A-9.2) and upon economic and psychological independence (C-2) support this assumption.

   Highly related to the reduction of fragmentation are the human services concepts of viewing the individual as a whole (A-1.4), the use of systems approaches (A-8), integration of services (A-7), linking, (c-5), and flexible programs (B-8).

6. "Career education is for all persons—the young and old; the mentally handicapped and the intellectually gifted, the poor and the wealthy; males and females; students in elementary schools and in the graduate colleges."

   The assumption of serving the total citizenry is implied in the integration of the varied human services (A-6.1) and in the concern for the individual (A-1.1). However, career education has the opportunity to provide an incentive to the human services movement to place greater emphasis upon integration as applying as much *to the people who are served as to the services provided.* That particular "twist" to the same concept could result in some different approaches to new delivery models for human services.

7. "The societal objectives of career education are to help all individuals: a) Want to work; b) acquire the skills necessary for work in these times; and c) engage in work that is satisfying to the individual and beneficial to society."

Human services seems not to have incorporated the career education concep. of work to any great degree into its service ethos. It is possible that this may be a fruitful issue for dialogue and debate in human services. Should human services build the relationships of work into the concept of integration (A-6.1) the human services movement may have the opportunity to contribute more to the alleviation of general national manpower problems of society.

8. "The individualistic goals of career education are to make work: a) Possible, b) meaningful, and c) satisfying for each individual throughout his or her lifetime."

   This aspect of the work concept, if incorporated to a greater degree into human services perspectives, could expand their concern about the quality of services to a greater focus upon the quality of life, or to illuminate the natural relationships between the two, bringing them closer together in human services practices. Both assumptions 7 and 8 are closely related to the human services goal of economic and psychological independence of individuals (A-1.3).

9. "Protection of the individual's freedom to chose and assistance in making and implementing career decisions are of central concern to career education."

   The human services characteristics imply this value base of freedom of choice in areas other than career decision, but this assumption has not been specified as a special focus in the literature. The more explicit incorporation of the freedom of choice value into human services programs and practices would add a libertarian balance to the characteristics of increasing efficiency in the use of resources and of reducing economic waste.

10. "The expertise for implementing career education is to be found in many parts of society and is not limited to those employed in formal education."

    This assumption of career education is the same as the present human services directions (A-3), and suggests a mutual ground where collaborative efforts of career education and other human services would be especially worthwhile. Together these two efforts could provide some observable outcomes such as more efficient utilization of human resources, infusion of career education into other human services, or in collaborative training and in-service models and programs.

V. RECOMMENDATIONS FOR FUTURE CAREER EDUCATION PLANNING

Using as a frame of reference the human services characteristics and their relationship to the career education assumptions quoted in Part IV, I have drawn together what seem to be the most obvious, most important, and most workable recommendations which, if put into operation, could enter career education into the broader human services movement. Hopefully a more integrated and coordinated effort between career education and human service professionals would bring into focus the mutual benefits for both.

1. Career education activities should operate from a frame of reference that constitutes an integrated whole whose parts are clearly and consistently related.

   Developing a respectable conceptual base is not an abstract, philosophical exercise but a practical and useful activity. Individual career education programs, models, and projects should follow the leadership demonstrated in the Hoyt concept paper by developing operational goals that evolve from a clear conceptual base.

   Such directions have the ultimate pay-off of increasing the chances that our programs and projects will *work*. Too often career education projects have focused their attention to the activities themselves or innovation as an end in itself, without adequate consideration of alternatives, without adequate regard for the ultimate goals and necessary conditions for success, and without a sound conceptual foundation.
2. Career education should continue to broaden its conceptual base to the extent that it can take into account the complex relationships existing in the community—the real arena where career education must succeed and survive.

   A broad conceptual base best provides for multiple values, alternative approaches, creative planning, and shared responsibility. As an indication of this direction, it would be said that career education concerns more than public schools; educational institutions; formal education; youth; jobs; only the employed; the world of work; economic considerations; social problems; or more systems than business & industry.
3. In order to be most effective in reaching those who need career education when they need it, how and where they need it, career education should actualize and operationalize its place in the human services network.

   Just as career education has already sought to become infused into educational experiences in general, the same goal can apply to life experiences as well. It would be inappropriate to try to list all the existing organizations and systems of which career education could be an integral part; but it may help to broaden the traditional career education perspective for readers to consider the many opportunities for imaginative career education activities in the sample of systems as follow:

   U.S. Employment Service
   Community mental health
   Nursing education
   Legal aid services
   Youth services bureaus
   Detention homes, halfway houses
   Crisis intervention and support systems
   Mass media (especially public service programming)
   Urban development and planning
   Health Maintenance Organizations
   Ministers and religious organizations
   Law enforcement, juvenile probation
   Children and family services
   Community education programs
   Public aid

Manpower programs
Citizen action
Volunteer services
Public Health
Public administration.

4. Career education should be a duo-directional activity.

   Traditionally career education has been something delivered *by* educators *to* recipients. Just as the recipients of other human services are valuable allies in the planning and implementation of programs, so too can the "service consumers" of career education be the deliverers as well. Career educators must be learners as well as teachers, counselors, advisors, and administrators. By true sharing in the responsibility for dealing with common problems, all those who work together will learn more about career education and other related factors in the process.

5. Career education, as a system, must be conceptualized as part of the community as one of the human service systems.

   If this concept were actualized, we would not think in terms of "education" dealing with "the community". Instead, career education, as a part of the community, would be dealing with other parts of the community and the "community" would not be considered as something "out there".

   One of the problems in moving out of this stereotype is the seemingly unshakable assumption in most of the career education literature that career education is bound within and limited to the formal school systems. Career education as an element of school programs has been unable to see itself as a part of other community systems as well. "Who pays my salary" seems to set the boundaries of our concerns. It seems to me that career education need not be dependent upon the prior reform of education itself in order to move away from the formal, institutional conception of education.

6. Career education should concentrate on *hows*—on new mechanisms or ways to integrate career education into the community network.

   Applying some human services concepts, career education could do much by considering new cooperative arrangements with other human service programs, by experimenting in the sharing of personnel, redefinition of job roles and functions allowing more human service personnel to participate in career education and more career education personnel to participate in other human service activities, and by adapting, when it is feasible, some of the alternative models and practices of human services to career education programs.

7. Career education has the potentiality of contributing to general educational reform by demonstrating to other aspects of the formal education system that education can join the human services movement.

   While there are a number of alternatives, one example will illustrate the principle. Experimentation with noncompetitive programs and projects can help to demonstrate that the who-owns-it, turf concept of programs is not the only alternative to effective programs.

Working collaboratively with other systems doesn't mean we want their money to use for "our" purposes or that we must give them ours for "their" purposes. It can mean applying some of the concepts listed in this paper to better accomplish the goals of both, to bring benefits to both systems as well as to recipients.

Such an initiative has already been established at the conceptual level in the career education conception used as the frame of reference for this paper. Career education is considered to be a joint effort of public education and the community, where collaboration with the community means something other than "asking the community to 'cooperate' in a program basically controlled and operated by the formal education system." (Hoyt, 1974).

8. Within the subject matter of career information, career education professionals should recognize to a greater degree the potentiality of human services careers.

   The present emphasis upon human service careers has been, for the most part, limited to the new careers aspects of human services and has neglected the total professional human services movement.

9. Career education should give continuing attention to the development of alternative models and information systems that can be comfortably integrated into the programs of other systems and that aim more actively toward the goal of individuals helping themselves.

   In order to know how such models could be integrated into human service systems, career education professionals will need to consider these questions cooperatively with human service personnel. Information systems that aim toward individual independence will have to do more than supply information without thought to how the process contributes to greater independence for the individual receiving the information.

10. Career education programs that are integrated with other human service programs should include components that will influence employment restrictions so that job descriptions in human services are broader and more flexible.

    One of the concepts basic to both career education and the human services movement, stated earlier, is the recognition of the use of a broader pool of expertise that would move away from the strict requirements preventing the employment of competent persons because they happen not to have been through a narrowly defined training program.

    For example, some graduate training programs in human services may provide a more highly competent graduate for human service jobs than graduates of traditional programs that train students for one specialization within human services (Chenault, 1975). Career education, as a movement, can influence human service systems to broaden job specifications to include as eligible employees those who have had the more contemporary human services graduate education.

11. Career education should specify and make more explicit the ways in which its programs and activities can contribute to increased equal opportunity for disadvantaged and minority groups.

    While such a contribution can be inferred from the basic assumptions of career education and human services and while such statements have been

made, both seem not to have accented this necessary contribution in operational ways. It should be made clear to members of these minority and disadvantaged groups how career education will contribute to the improvement of inequities in present programs and practices throughout all social systems in the community.

12. Career education should contribute its special knowledge and skills to human services toward the common goal of improving the quality of all human services, including education.

The purpose of this monograph has been to focus upon the potentiality of human services for career education, but it has been suggested earlier that career education has much to offer human services. There are, of course, other examples, but the following will demonstrate the point.

a. Career education has special knowledge in the area of worker alienation and other factors that affect the quality of the worker's performance on the job. Human services has not devoted as much time and energy as career education to the effects of the individual help-giver upon the quality of services provided.

Some relevant issues appropriate for collaborative planning are worker autonomy in developing job roles and functions, worker responsibility in improving work conditions and the quality of work, variety, importance attached to jobs, career ladder opportunities plus means and incentives for responding to them, interdependence of workers and interactions, and participatory management or shared responsibility. Career education professionals will recognize in this series some of the more common aspects of worker alienation or satisfaction.

b. The major focus of most human service efforts seems to have been upon organizational and systems aspects almost to the exclusion of applying its own principles to the individuals who provide help. The focus of delivering help to "recipients" of human service systems has tended to obscure in the human services movement the application of its own principles to the individual help-*giver* as a "recipient" of the organization's or system's help.

It is imperative that career education programs will have to provide for their professionals formalized continuing and in-service education in the field of human services.

Knowledge of human services as a field is not an extension of specialized or doctoral training in counselor education, special education, vocational, and other education and psychology fields. Career education programs that rely merely upon common sense applications of traditional training cannot succeed in accomplishing professional human services outcomes.

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